

## 9. IMPLEMENTING THE PLAN



Comprehensive planning in the Urban County does not end with the adoption of the plan document. Only through creation of a multi-faceted implementation program can the Goals and Objectives of a plan and all of its other components be realized. The *1996 Comprehensive Plan* began a renewed focus on the need for aggressive implementation; and as a result, many of the major planning initiatives begun with the adoption of the *1996 Plan* have been achieved. The Expansion Area Ordinances and Exaction Program, the *Rural Service Area Land Management Plan* (including the subsequent increase in minimum lot size from 10 to 40 acres and the creation of the PDR Program), re-establishment of planning-based Capital Improvements Programming, and the *Residential Infill and Redevelopment Policies* amendment are but a few of the major projects implemented as an outgrowth of the *1996 Plan*.

This *2001 Comprehensive Plan Update* will be implemented through the actions of the Urban County Government staff, the Planning Commission, other Boards and Commissions and the Urban County Council. Plan policies will be carried out through the adoption and revision of ordinances like the Zoning Ordinance and Subdivision Regulations, through annual budgeting and capital improvements programming, work programs through the empowerment of neighborhood and community groups, and through ongoing decisions on future development proposals. Further plan amendments are also a part of the implementation picture - this *Plan Update* is intended to be a dynamic document, to grow and change as the Urban County changes. The comprehensive plan sets the general direction of growth and development, while addressing the community's desires to preserve and protect important rural agricultural and other environmentally sensitive lands. Likewise, it must be understood that pressing events and issues can significantly modify the prioritization of various implementation proposals and the timing of their being addressed.

In this Chapter, an even more extensive vision of plan evaluation and implementation than that anticipated in 1996 is proposed. In addition to discussing the state of various implementation measures, a detailed action plan for plan implementation is presented. This action plan is proposed to be linked to a new system of ongoing evaluation of the status of achievement of objectives; and further, it is intended that a quantifiable system of performance measures be created to give an indication of the effectiveness of various implementation actions in achieving the Goals and Objectives of this *Plan Update*.

### 9.1 MONITORING ACHIEVEMENT OF OBJECTIVES

Evaluation of a plan and its implementation is a basic part of any planning process. The future cannot be successfully addressed without a comprehensive and critical look at the effectiveness of ongoing and/or past actions. In previous years, this evaluation process has generally occurred at the initial stages of each KRS 100-mandated five-year planning cycle. In between, progress has been documented through such methods as required monthly and annual reports of Divisional activities and the occasional special study of a particular issue. While useful, these methods do not truly measure progress and effectiveness as envisioned under *2001 Plan Update* Goal #20 and selected objectives reproduced here:

**Goal #20:** “Develop strategies to effectively implement the recommendations of the Comprehensive Plan and other adopted community plans.”

- “Develop an ongoing monitoring and review process for the adopted Comprehensive Plan and adopted Small Area Plans, including the Expansion Area Master Plan, and/or Plan Amendments to ensure implementation.”
- “Update land utilization information and monitor the adequacy of Urban Service Area land suitable for supplying the needs for long-term community development.”
- “Study alternative infrastructure requirements, including a 201-type sewer analysis, for potential future growth areas in the Rural Service Area before there is an urgent need for additional urban land.”

Therefore, this *Plan Update* proposes, as one of its first implementation measures, that a new ongoing monitoring system be developed during the first year after final adoption of this plan. The monitoring system should be based upon fiscal-year annual (or perhaps bi-annual) cycles, and should do more than merely document which projects have been done and which haven’t. It is envisioned that a series of performance indicators would be developed to help assess which implementation measures, laws, plans and other programs are effective in addressing key plan principles.

At the same time, care must be taken to devise a system that is simple and readily administered. The

system should not and cannot become an entity that demands inordinate amounts of staff time in its care and feeding to the detriment of achieving the major planning objectives. It will likely replace the present annual report document. It is believed that a system can be devised that depends primarily on a new and more coordinated approach in record keeping and information management, utilizing redesigned programs using common software already available to the Division. If successful, ongoing record and data management can be instantly translated into an analytical tool with little or no manual manipulation.

There will no doubt be some difficulty in setting up and designing this system, while trying to aggressively address other priorities assigned to the Division. However, taking this step is critical if the planning program of Lexington-Fayette County is to achieve the highest level of attainment to which it aspires.

Many aspects of planning are controversial, but few can be more beneficial than capital programming. Capital programming or budgeting for nonrecurring, long term expenditures should be viewed in the same manner as private corporations. Most municipalities operate with limited fiscal resources, their revenues circumscribed by state constitutions and legislatures. There are limits on the tax rates that may be imposed, subjects that may be taxed, and on the bonded indebtedness that may be incurred. The conflict between the need for municipal improvements and the realities of limited fiscal resources increases the importance of strategic capital improvements programming.

## 9.2 CAPITAL IMPROVEMENTS PROGRAMMING

The operating budget of the County tends to change only slightly, with annual changes determined largely by the growth of population and by fluctuations in price levels. However, the capital budget may experience large fluctuations due to the need for major community facilities. Careful planning is required to meet the impact of large, one-time expenses.

The Kentucky Revised Statutes allow municipalities to prepare a Long-Term Capital Improvements Program (20 years in length), a Short-Term Capital Improvements Program (5-6 years) and an Annual Capital Improvements Budget. At this time, the Urban County Government utilizes an annual capital budget and an abbreviated five-year capital improvements program. It has also instituted a biennial 20-year capital needs assessment program. The *2001 Plan Update* contains a compilation of capital improvements needed over the next twenty years: i.e., roads, sewers, parks, schools, fire stations, libraries, and other facilities. It is the first step in developing an overall capital improvements master plan and is based upon detailed land use, adopted standards for community facilities, and housing and population projections. For some facilities, a sense of priority was noted as well. The next step is to focus upon the needs anticipated within 5-10 years, and to schedule as many of those projects as may be funded into a realistic program for planning and construction. This program should be updated annually, based upon recent changes; current demands; and anticipated funding. While some projects not included in the comprehensive plan may rightly be included in the capital improvements program, priorities should properly consider status in the *Plan Update*.

As the capital program process is refined, it becomes an important financial and economic development

tool to accomplish the following objectives:

- To support the physical development of facilities needs incorporated in approved County plans;
- To establish priorities among projects so that limited resources and funds are used to the best advantage;
- To plan public facility construction to coordinate timing and functional relationships;
- To improve financial planning by comparing needs with resources, estimating future capital expenditures, bond issues and debt service, and estimating future demand; and
- To develop a set of fiscal policies for the management of debt and capital improvements, and to include the following considerations:
  - To develop a policy specifying an appropriate percentage goal of the annual budget be devoted to the CIP budget;
  - To develop a policy to establish capital reserves to ensure a minimal level of available funds for capital needs; and
  - To investigate balancing the revenue stream of the city to even out the rapid and significant fluctuations in revenues subject to changing economic conditions.

### 9.3 DEVELOPMENT REGULATION ADMINISTRATION

One of the primary methods of implementing a comprehensive plan is through day-to-day administration of the zoning ordinance and subdivision regulations. These documents will continue to be used to implement this *Plan Update*, and proposed amendments are outlined elsewhere in this *Plan Update*. More significantly, this *2001 Comprehensive Plan Update*, with all amendments and supporting information, will continue to guide planning staff recommendations on all zone change requests. It is the single most important criteria in the Planning Commission's and Urban County Council's decisions related to Zoning Map Amendments. The Zoning Map Atlas and the zoning text and related regulations should follow this *Plan Update* and should be amended, when necessary, to better address issues raised in this *Plan Update*.

Historically, the Land Use Element has been perhaps the most important element of the local comprehensive plan, as it expresses the resultant consideration of many issues and how they apply to the land in Lexington-Fayette County. However, in order to ensure that the intent of this *Plan Update* is followed, recommendations on proposed land use or other activities should be based upon this plan in its entirety: the Goals, Objectives, the Land Use Element, the Transportation Element, and the Community Facilities Element. In short, no single element should be consulted exclusively or used out of context.

Zoning maps have been created to regulate land uses, and they have been designed and refined to implement the comprehensive plan. However, it should be noted that the Land Use map and the zoning maps have significant differences. Fundamentally, the Land Use map expresses the most desired arrangement of future land use patterns. The Zoning Map, on the other hand, identifies currently mapped zoning categories that work with current regulations, managing or regulating some of the opportunities to use the land. The categories on each map bear some similarities, but they are not the same. Particularly in residential categories, the comprehensive plan emphasizes the density or number of dwelling units on each acre of land, while the zoning ordinance emphasizes building type, lot size and location on a lot. (See Appendix 3 for a summary table comparing land use categories with zoning categories.)

Because of the Zoning Map Amendment process and the timing of changes to the zoning maps, even when the categories of the land use and zoning maps are most similar, the actual mapped boundaries may be different. Zoning Map Amendments will be required to fully implement this *Plan Update*. In newly

developing areas, these amendments are usually requested by property owners and are reviewed for agreement with the most recently adopted comprehensive plan.

In older areas, infill and redevelopment may occur according to existing zoning regulations, regardless of the *Plan Update*'s recommendation for the area. This is one reason the *Residential Infill and Redevelopment Policies* is of such importance to this community. As noted elsewhere (see Section 5.4), the *Residential Infill and Redevelopment Policies* were adopted as an element of the *2001 Plan Update*, and ordinance and regulation changes will be considered to implement the *Residential Infill and Redevelopment Policies* recommendations.

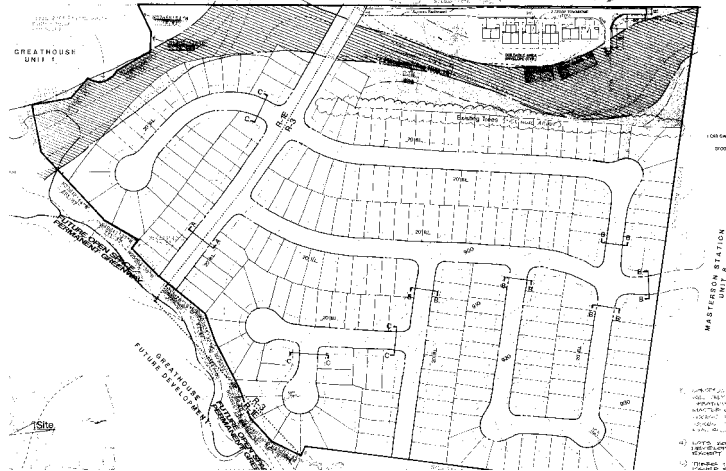
Development plans will also play a role in implementing the *2001 Plan Update*. These site-oriented depictions of development activities are often required when a Zoning Map Amendment is requested, and carry through for any given site in perpetuity. Approved by the Planning Commission, these site plans can restrict land uses, establish buffer areas and landscape screenings, and control vehicular movements in planned developments. Some zoning districts require development plans for all locations in areas so designated. It is through development plans that the residential development density recommendations of the plan are implemented. Through development plans, some of the more subtle recommendations of the plan may also be addressed.

Subdivision plats will also serve to implement some detailed aspects of the *2001 Plan Update*. In some instances, subdivision plats take the place of site development plans. They often control residential densities in newly developing areas, and dedicate local



and collector roadways constructed to serve those new developments. Design and construction of interconnecting streets and pedestrian paths can be planned more specifically at this time. Reservations for some public facilities, including school and park sites, for up to two years in duration, can be achieved

through the Planning Commission's approval of subdivision plans. Subdivision administration is an important means of plan implementation that should not be overlooked when considering plan implementation efforts.



## 9.4 COMMISSION & COUNCIL-INITIATED ZONING CHANGES

Under the auspices of KRS 100, local governments may consider and adopt changes to either the text or map portions of their Zoning Ordinances. For instance, KRS 100.211 reveals that a Zoning Map Amendment (zone change) does not have to be initiated by a property owner. The Planning Commission or the Urban County Council can also initiate a zoning change for a single property or for a larger area. In recent years, this has become more common in Lexington-Fayette County, especially at the neighborhood level. While most Zoning Map Amendments are initiated by property owners, full implementation of the most recently adopted comprehensive plan must, at times, rely on changes initiated by the Council or the Planning Commission.

In 1969, a new Zoning Atlas was approved for the City of Lexington and for Fayette County, Kentucky following an extensive rewrite of the text of the *Zoning Ordinance*. This adoption of the Zoning Atlas applied the A-R and A-U (agricultural) zones, and the R-1A, R-1B, R-1C and R-1D (single family residential) zones to selected parcels within the County. Previous zoning maps had referenced A-1, R-1 and S-1 zones in most of these areas. Since that time, several neighborhoods have requested large-scale rezoning.

### 9.4.1 Neighborhood Level Rezoning ("Downzonings")

Often, large-scale rezonings are described as "downzonings" because they have almost always involved requests for more restrictive zoning categories. In the mid-1970s and the early 1980s, a few neighborhoods successfully sought such changes. The Planning Commission, at the request of organized neighborhood associations, usually initiated them. More recently, the Urban County Council has initiated as many of these requests as has the Planning Commission.

In 1975, the Kenwick and East End Neighborhoods successfully sought rezoning from a Low Density

Apartment (R-3) category to a Two-Family Residential (R-2) zone for a wide area north of Richmond Road from Walton Avenue to past Owsley Avenue. Hundreds of residential properties, as well as a few commercial properties, were rezoned in this fashion. The Bell Court area west of Walton Avenue followed suit with a similar zone change request. Farther to the south, the residents of Transylvania Park successfully petitioned for a similar zone change, although significantly smaller than the previous two examples.

In 1991, the *Aylesford-East University Small Area Plan* was adopted by the Planning Commission, following years of research, discussion and input from

neighborhood residents of that area. Several detailed recommendations came forth from that planning effort. One significant proposal was to limit allowable residential density in that neighborhood area. As a result, several downzonings were requested by blocks of property owners in this neighborhood, and were approved in accord with that Small Area Plan's recommendations by the Planning Commission and by the Urban County Council.

The Northside Neighborhood also made similar efforts. In the early 1980s, the *Northside Small Area Plan* was prepared and adopted by the Planning Commission, with much input from residents of the Northside. One of the specific recommendations in that *Small Area Plan* was for the use of downzoning as a tool in parts of the Northside. Soon after the *Plan* was adopted, much of Northside was zoned (H-1) as a Local Historic District. In the 1990s, property owners along West Sixth Street, Fayette Park and North Broadway have also pursued downzoning.

In 1993, an ad hoc infill and redevelopment committee was appointed by the Mayor to explore pressing issues of that time. This committee re-examined Northside and other neighborhood areas inside New Circle Road. One of their major recommendations was that residential areas be downzoned when existing lot sizes were more than double their minimum zoning requirement. Besides Aylesford and Northside, some other neighborhoods have asked that this be done, and a few others have explored this tool. More than one dozen neighborhood areas have petitioned for downzoning over the past eight years.

In at least one instance, a rural settlement has sought downzoning. Property owners in Mattoxtown requested that an area of business zoning be changed to single-family residential zoning, which was predominant in that neighborhood. That experience generated little controversy, and was stabilizing for residents of that rural settlement. Downzonings in other rural settlements may be considered in the future, given the extensive recommendations of the *Rural Service Area Land Management Plan* approved in 1999.

In most of these past experiences, the request for downzoning began with a petition or formal request from the residents (or property owners) of a specific

geographic area. The petitions requested the new zoning category desired, the area in which rezoning was sought, and have demonstrated the level of support for the change with the number of property owner signatures.

### 9.4.2 Historic District (H-1) Zone Changes

In the mid-1980s, the number of neighborhoods requesting downzoning declined significantly. This may have been due to the creation of several Local Historic (H-1) Districts during this period, or staff reluctance to recommend approval of downzonings that would have allowed density reductions. However, during this period, several neighborhoods were rezoned to an H-1 Overlay zone. Some one-property districts (aka: landmarks) were also designated.

Creation of H-1 districts is very similar to the process for neighborhood downzoning, with one important difference. The Board of Architectural Review (BOAR), and sometimes the Historic Preservation Commission, holds public hearings on these requests. After initiation of the request, the BOAR reviews a designation report from the Historic Preservation Office and schedules a public hearing on the designation recommendations.

It usually takes nine months or more for a Local Historic District request to work its way through the required public hearings at the BOAR and the Planning Commission, with most usually having a public hearing at the final stage before the Urban County Council. Prior designation as a National Register Historic District or Landmark is not a prerequisite to Local Historic District Designation, but a high percentage are indeed designated as such. Some local districts were ultimately approved as first requested in the petition; but some larger districts, Northside and Aylesford, for instance, were pared back from their original areas.

### 9.4.3 Other Zoning Map Amendments

The Planning Commission should consider initiating other Zoning Map Amendments, based primarily on this *Plan Update* and other factors. The *2001 Plan Update* maps are part of a geographic information system (GIS), enabling consideration of new ways to fully implement this *Plan Update*. Existing land use patterns and proposed land use patterns are in

the system, as are zoning patterns. This enables logical comparisons for compatibility or consistency. Although the comparisons may be complex and sometimes difficult to construct, they can be an aid in determining where changes might be desirable to implement the *Plan Update*. They can also help guide fairness in the sense of treating all properties equally, or in making changes where they are most appropriate. The Planning Commission has begun to identify several criteria that help prioritize these potential changes; and with the GIS this is important, because numerous potential changes may be identified.

Like the neighborhood rezonings and historic area zone changes, these types of zoning map amendments often relate directly to a neighborhood. They can help implement neighborhood plans and consistently identify properties that might most appropriately have their zoning category changed. Supporting or implementing small area plans was the single most important criterion for prioritizing potential changes.

The second most important criterion is a wide variance between the existing zoning and the desired future use. Thus, land zoned for industry but shown for residential use in the plan would be considered high priority. This designation of priority should stand in contrast to many recent neighborhood requests from one single-family residential category to another, slightly less dense residential category.

The third most significant criterion applies when a proposal might meet a great number of lesser criteria or objectives simultaneously. If a point system were developed, a proposal might get extra points for the synergistic, supportive relationship to many other valued activities or conditions nearby.

Four additional criteria or approaches stand out as very significant. There would be extra value in a coordinated neighborhood or corridor approach. If the property owners agree, the proposed action might be given higher priority. If both the existing use and the future land use plan show residential, but the zoning shows non-residential, the proposed zone change would be of higher priority. Beyond the more complex cases already noted, more consideration should be given to cases where the current zoning disagrees with the *Plan Update*.

Further study is required to implement significant government-initiated zone changes, and significant staff or consulting resources will be required to actually undertake the implied zone changes. However, all desirable zone changes will not be initiated by property owners. These actions will be necessary to fully implement the *Plan Update*.

#### 9.4.4 Zoning Text Amendments

Since the 1969 rewrite of the Zoning Ordinance, and the Ordinance rewrite completed in the mid-1980s, numerous changes have continued to be made in the text portion of the Zoning Regulations. The Urban County Council has initiated most of these changes, although the Planning Commission has initiated a change from time to time. Unlike many other jurisdictions, a citizen can pay a filing fee and place their own text change proposal in front of the Planning Commission. A significant percentage of changes, although they are usually small in scope, are presented, discussed, and ultimately approved in this fashion.

Regardless of the source of their initiation, changes to the text portion of the Zoning Ordinance are a vital tool for land use regulation and plan implementation. These are important means to allow our local land use regulations to adapt to the times. Technological changes, alteration due to judicial rulings, and regulation of new land uses can all be accomplished in this way. Examples of this include our zoning regulations for “bed & breakfast facilities,” Article 14A regarding landfills, Article 24’s regulation of agricultural lands in the Paris Pike corridor, and the entire Expansion Area zoning regulations. Most recently are the ordinance and regulation changes required to implement the Division of Engineering’s manuals.

Text changes, unlike map amendments for a specific property or geographic area, are global to the entire Urban County, and are reviewed as such. Because of this, not all text amendments are recommended for approval by the Planning Commission, or ultimately approved by the Urban County Council. Nevertheless, six to ten text amendments are made to the Zoning Ordinance each year, on average. In this way, the Zoning Ordinance can remain up-to-date for the issues facing our Urban County.

### 9.5 DIVISION OF PLANNING WORK PROGRAM

Each year, the Division of Planning prepares a comprehensive work program for internal use in ensuring that projects assigned to the Division are properly addressed and managed. Of course, the tasks assigned to the Division are affected by the community events and issues, as well as the desires of all of the groups the Division serves. The Mayor, the Urban County Council, the Planning Commission, and the Board of Adjustment are but a few examples of the agencies which can reorder priorities and assign new tasks. The public pressure to address “hot” development issues in Fayette County present a constant challenge in both meeting those pressing needs and the need to address longer-term plan objectives that may not be as readily perceived as important. Each year, the work program attempts to balance those needs.

Work programs are being adjusted to fit the demands of the Lexington-Fayette County government-wide “Performance Management & Development (PMD)” program. This is an evaluation program of setting work goals and objectives for each employee. This program is in the final implementation phases. When coupled with a well designed work program, and the soon-to-be-created performance monitoring program, this system can be designed to function in a sense as a strategic plan for Division activities.

### 9.6 ACTION PLAN FOR IMPROVED PLANNING AND IMPLEMENTATION

As noted earlier in this Chapter, this *2001 Comprehensive Plan Update* seeks to further its effectiveness through an increased recognition of the need for a clear implementation strategy as a key element of the plan document. Adoption of this plan does not **end** the process of planning - the plan adoption only **begins** the process of achieving its goals and objectives through a concerted series of actions. A diligent program that included further planning studies, public and private sector programs, and new ordinances and regulations is needed to bring this plan to life.

For the first time, this *Comprehensive Plan Update* takes an additional step by attempting to catalog the array of implementation actions anticipated during the upcoming five-year planning cycle into one listing. Exhibit 9-1 summarizes the major actions identified in this *Plan Update* (other than regulations, which are listed separately), which agency or Division is the responsible party for action, and a general time frame for their implementation. The projects are not broken down into detailed components in this listing. Such detailing of the projects will occur at the work program level.

The listing also provides a roll of possible regulations and/or ordinances that should be further considered for plan implementation. Not all may be adopted (or even reach the stage of actual text drafting); however, each should be systematically investigated. If deemed appropriate, language should be drafted for presentation to the community through the mandated review process established by state statute. As always, meaningful public input should be actively solicited throughout any such ordinance-creating process.

It must be noted that a number of these action plan items will be dependent upon actions of agencies and LFUCG Divisions other than the Division of Planning. In other cases, action may depend upon the LFUCG agreeing to hire outside consultants due to work program/staffing considerations and/or the need for specialized technical expertise beyond in-house staff.

In the final analysis, the level of success that our community is able to reach in the achievement of its planning goals and objectives is, to a large degree, dependent upon success in the continuation of this phase of the planning process. The impetus to see this process through to its conclusion is dependent upon the high level of active involvement by the citizens of Lexington-Fayette County, who are the driving force of all planning in the community. This community has demonstrated time and again the degree to which it is concerned over issues of growth; development; preservation; environmental quality; and community planning, which are so important to maintaining the quality of life that underlies all provisions of this *Comprehensive Plan Update*.



## 9.7 OTHER TECHNIQUES

Lexington has long taken pride in its comprehensive plans and the track record implementing the plans. People may remember development in violation of the comprehensive plan, but only because people know the plan. In the past twenty years, Lexington has distributed approximately 13,000 copies of comprehensive plan summary maps; and at most public presentations on planning, the vast majority of the audience has seen the plan map before their involvement in the current meeting. Eighty to ninety percent of zone changes are resolved in agreement with the current adopted plan; and many proposals do not go forward for action, because they do not conform to the current adopted plan.

Nevertheless, previous portions of this Chapter present ways of improving implementation. Capital improvement programming can be strengthened, and Planning Commission-initiated zone changes may be in order. New efforts, including infill and redevelopment and greenway plans, merit special attention in implementation.

Other effort should occur as well. Particularly there should be more frequent and common review of other cities' experiences to see alternative ways of planning for Lexington. For example, Lexington has seen the beginning of significant growth in Hispanic population. To prepare for the coming growth, Lexington should look at other cities' experiences that may be just ahead of Lexington. Over the past ten years, several communities like Lexington saw their Hispanic population rise from the 2 to 6 percent range (where Lexington is now) to the 6 to 12 percent range. Lexington should learn from their experiences.

Past plans have listed a variety of specific techniques that should be further investigated and possibly implemented. Improvements have been recommended and implemented in the Geographic Information System. Their value is being shown now,

and the efforts should continue. The use of the Internet has obviously blossomed in the past several years. This *Plan Update* has been built upon a new way of sharing information and participating in the plan development process. Dissemination of this *Plan Update* should be broader than any in the past. Ultimately, the planning process should result in a more interactive plan as well.

Various plans and sections of this *Plan Update* have referred to regional issues. In 1993, the Regional Planning Council prepared a regional plan, primarily as a compilation of existing plans. That plan needs to be creatively updated. The region is changing, the planning programs have been changing, and a true regional plan is becoming more important. As recommended in the concepts section, there needs to be more dialogue and a regional planning framework to help aid or guide local decisions. Decisions of the next plan for Lexington are expected to be very important with potentially broad impact. It is important to strengthen regional planning before the beginning of the next plan, so Lexington may make decisions in proper relationship to regional efforts and concerns.

## 9.8 NEXT PLAN

While implementing this *Plan Update*, it is also appropriate to immediately begin discussing the next plan update. For several reasons, the current update has been understood to be a minor update. One change affecting the next plan, making it more significant, will be newer information from the Census and new projections. For the first time since the beginning of the baby boomer era, Fayette County's population growth in the 1990s was greater than most people expected. Not long ago, the State Data Center projected declining population totals in Lexington; and the official 1996 *Plan* projections showed growth continuing, but at a slower rate. Many thought the 1996 *Plan* projection for the year 2000 to be too high. However, the 2000 Census showed more growth in the nineties than at any time in Lexington's history, except for the 1960s. The Census figures raise very serious questions about both State Data Center projections and Division of Planning projections. Preliminary long-range projections have been prepared for use in this plan, but more complete efforts will be required. Those efforts should include economic analyses and projections, which has not been done in such detail for Lexington since the 1970s. As noted below, the new projections should go out to the year 2030.

## 2001 Comprehensive Plan

Current federal transportation planning regulations require a regular cycle of updating transportation plans every three years. They also require that the plans maintain a twenty-year planning time frame through to the completion of the following update. Thus, the next transportation plan to be completed in 2005 will need to look toward development in the year 2028. The transportation plan update in the year 2008 will need to look to the year 2031, and so on. Certainly the transportation plan should be based upon or directly related to Lexington's overall long-range vision—to the land use and community facilities plans expressed in the comprehensive plan. This suggests that the comprehensive plan should have a longer time horizon and should possibly be updated sooner than the year 2006. Particularly with the next transportation plan, looking toward the year 2028, and this *Plan Update*, looking only toward 2020, the next comprehensive plan should start soon and look further down the road. The detailed projections and economic analyses noted above should look toward the year 2030 and should be undertaken as soon as possible.

The next plan may also need to address more difficult issues. The Urban Service Area expansion decision of the *1996 Plan* was one of the most significant planning decisions since the merger of Lexington and

Fayette County in 1974. The data is not perfectly clear now; but early review of land absorption data has been at a high level, and new projections suggest greater growth than envisioned in the *1996 Plan*. The transportation planning process suggests a longer time frame. The *1996 Plan* identified an Urban Service Area for the year 2015; the next plan will probably have to wrestle with the appropriate size of the Urban Service Area for the year 2030.

In the spirit of continuous planning, emphasized since 1996, some efforts on the next plan should begin immediately. Many have been mentioned here or in other parts of this *Plan Update*. First are the projections for population, employment and housing to the year 2030 for Fayette County and the region. Second are regional planning efforts, particularly creating a framework where the entire region builds a consensus on the form and inter-county distribution of future urban growth. Third, studies of urban land absorption and rural sanitary sewer service should begin as agreed in previously adopted community plans. These should be prepared as factual analyses for use in the upcoming policy questions on urban form in the next plan. Finally, major programs initiated in or since the *1996 Plan* should be reviewed for effectiveness, so they might be refined or expanded in the next plan.



<b>EXHIBIT 9-1</b> <b>PLAN IMPLEMENTATION ACTION PLAN</b>				
<b>Implementation Effort</b>		<b>Probable Time (FY)<sup>1</sup></b>	<b>Lead Agency or Section of the Division of Planning</b>	<b>Status<sup>2</sup></b>
<b>I. Studies</b>				
A	Program to Monitor Status/Completion of Implementation Efforts and Performance Indicators for Achievement of Plan Objectives	Annual	Planning	N
B	Analysis of 2000 Census Data	02-03	Long Range	I
C	Fayette County and Regional Population Projections	02-03	Long Range	N
D	Minority Population Growth Analysis and Projections	03	Long Range	N
E	Economic Base Analysis and Employment Projections	To Be Determined	Long Range*	N
F	Monitor Farmland Changes	02-03	Long Range	N
G	Future Urban Land Needs Analysis and Projection	03	Long Range	N
H	New Development Neighborhood Design and Character Study and Strategies	04-05	Current	N
I	Neighborhood Right-Zoning Study	02-03	Planning	I
J	Rural Service Area Sanitary Sewer Analysis	03	Engineering*	I
K	Urban Area Land Use Changes	04	Long Range	N
<b>II. Projects/Programs</b>				
A	Reforest the Bluegrass	Annual	Engineering	I
B	Urban Street Tree Hazardous Tree and/or Planting Program	Annual	Streets & Roads	I
C	Update Regional Plan Framework	03	BGADD	N
D	Process for Community Discussion of Urban Land Absorption and Future Urban Land Needs	03-04	Planning	N
E	Cost and Impact Analysis of Future Urban Development Alternatives	To Be Determined	Planning*	N
F	New Century Lexington Annual Report Assistance and Transportation System Performance Indicators	Annual	Transportation	I
G	Affordable Housing Analysis; Housing Strategies and Reuse of Underutilized LFUCG Properties	03	Community Development and Planning	N
H	Utilization Strategies for Older Non-residential and Mixed Use Areas	03-04	Long Range & Current	N
I	Long Range Capital Improvement Program	Biennial	Planning	I
J	Short Term Capital Improvement Program	Annual	Current	I
K	Rural Commercial Right Zoning	02-03	Planning Services	I
L	Planning Info on the Net Program	Ongoing	Planning	I
M	Annual Division Work Program and Report	Annual	Planning	I
N	Redevelopment Education and Incentives Programs	03	Current	N
O	Selected Neighborhood Right-zonings	As Per Study (See I-I Above)	Planning Services	N
P	Public Schools/LFUCG Coordination Re: Facilities and Neighborhood Character	Ongoing	FCPS & Planning	I
Q	Coordinate Planning Along County Borders and Connecting Corridors	03-04	Long Range	N
R	Community Identity/Plan Concepts Program	04	Long Range	N

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Implementation Effort		Probable Time (FY) <sup>1</sup>	Lead Agency or Section of the Division of Planning	Status <sup>2</sup>
III.	Plans			
A	Greenways Plan with Bicycle Facilities Plan Component	02	Engineering*	I
B	Newtown Pike Extension Corridor Plan	02-03	Engineering & Current*	I
C	Downtown Area Plan and Strategies	To Be Determined	Mayor*	N
D	Angliana and Red Mile Area Redevelopment Plan	To Be Determined (03-04?)	Current*	N
E	North University Area Plan, with UK and Downtown Relationships	02-03	Current*	N
F	University of Kentucky Campus Plan, Including Student Housing Strategies	02-03	UK*	I
G	Rural Corridor Plans	03-05	Long Range	I
H	Major Road Corridor Visual Enhancement Plan	05	Current*	N
I	Rural Settlements Development Strategies and/or Plan	03-04	Current*	N
J	2028 Transportation Plan	04-05	Transportation	N
K	Biennial Transportation Improvement Program	03	Transportation	N
L	2006 Comprehensive Plan Process	Begin in 04	Long Range	N
M	Update Master Greenspace Plan, Including Regional Coordination	To Be Determined	Current*	N
<b>IV. Possible Ordinance or Text Amendment Items</b>				
A	Infill Redevelopment Standards	02-03	Current/Services	I
B	Neighborhood Character Overlay Zone	02-03	Current/Services	N
C	Mixed Use Zoning Categories	02-03	Current/Services	N
D	Neighborhood Business Zone Re-write	03	Current/Services	N
E	Adequate Public Facilities Ordinance	02-03	Planning Services	I
F	Greenway Ordinance	As Per Plan (See III-A)	Current/Services	N
G	Urban/Rural Corridor Enhancement (Setbacks, Landscaping, etc.)	As Per Plans (See III-G)	Planning Services	N
H	Screening/Buffering at USA and RAC Boundaries	03-04	Planning Services	N
I	Regulations/Incentives for Revitalization of Under-utilized Commercial Areas	03-04	Planning Services	N
J	Increased Use Flexibility in Non-residential Zoning Districts	03-04	Planning Services	N
K	Limited Expansion of Home-based Business Opportunities	03-04	Planning Services	N
L	Building/Development and Zoning Code Revisions for Expanded Adaptive Reuse of Downtown Buildings	03-04	Planning Services	N
M	Consider Expanding Bed & Breakfast Potential, Especially Downtown	03-04	Planning Services	N
N	Rural Settlement Protection and Enhancement Regulations	As Per Project III-I Above	Current/Services	N
O	Expansion of Affordable Housing Incentives and/or Mandates	As Per Project II-B Above	Planning Services	N
P	New Development "Neighborhood-Building" Provisions	As Per Study (See I-H)	Current/Services	N

Notes: <sup>1</sup> Estimate Only; Subject to Annual Work Programs

<sup>2</sup> N=New; I=Initiated/Underway

\* Consultant Involvement Proposed